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ABSTRACT

A task force was convened to study the relationship between early childhood development and future employability for potentially hard-to-employ youth in the city of Minneapolis, Minnesota. After an initial executive summary and overview, this report cites findings, conclusions, and recommendations, and discusses (1) the growing challenge of unemployment, (2) the process of starting training to improve employability at an earlier age than is customary, (3) the employability continuum in Minneapolis, and (4) developmental programs in other states. It was found that early childhood education does affect future employability, especially for low-income children. Results of longitudinal studies clearly demonstrate that high-quality early childhood development programs targeted to children from poor families pay enormous returns. When such children are given early education experiences, their adult employment rate doubles, and the public pays fewer special education, job training, and welfare costs. Appendices provide a list of child care facilities in Minneapolis and lists of special programs and resource persons. (RH)

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Preventing Unemployment: A Case for Early Childhood Education

Investing in the education of low-income children in the early years can return at least four times the initial investment once these children reach adulthood. By starting employability training in the early years Minneapolis has the opportunity to be a national leader — to provide business with a well-trained and educated labor force, to reduce government costs of long-term unemployment and to enrich the lives of children.

A Report of the Future Employability/Early Childhood
Development Task Force

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Minneapolis Community Business Employment Alliance

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To the Reader:

The Minneapolis Community Business Employment Alliance (MCBEA) brings community leaders together to address the problem of long-term unemployment. Formed in 1983, MCBEA began by looking at the scope of the problem in Minneapolis and the existing job training and placement programs for adults. The organization worked on a variety of strategies to increase effective performance of public employment programs and provided support for innovative programs such as the Neighborhood Employment Network, community-based businesses established to hire the hard-to-employ, and the state MEED program offering subsidies to private employers to hire hard-to-employ adults.

As we worked on these programs for adults, however, we realized that the problem of long-term unemployment does not stem as much from a lack of jobs as from a lack of job skills, poor health and other handicapping factors. The problem for most hard-to-employ adults began long before they reached adulthood.

So we began working on youth programs to provide work orientation in high school and to ease the transition from school to work. Here, we initiated the Youth Work Internship Program for 11th and 12th graders, a Transitional Work Internship Program for high school graduates who have had

difficulty becoming connected with the work world after getting out of school, and closer ties between school programs and youth employment programs.

Again, we felt that we had not gotten to the root of the problem . . . which starts in the early years with inadequate social and intellectual development inhibiting later development of academic and work skills. So we developed a task force to look at the relationship between early childhood development and later employability.

This resulting report has national significance. Businesses concerned about the quality of a shrinking work force must be concerned about the quality of early childhood development. If we can provide appropriate education for at-risk, low-income youth, we can improve dramatically our community's future . . . which depends upon the productivity of its citizens.

I very much appreciate the work of the task force, and urge you to read carefully this excellent report. What it tells us is important to our future.

The Honorable Donald M. Fraser
Mayor of Minneapolis
Chair, MCBEA Board of Directors

December 1985

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- Northwestern National Life Insurance Company for graphics, typesetting, and printing.

This report is dedicated to the children of Minneapolis, our future labor force.

Pamela R. Tucker Coaxum
Executive Director

Executive Summary

In April 1985, MCBEA convened a task force composed of 31 representatives of business, the academic community, government agencies, and early childhood programs to study the relationship between early childhood development and future employability for potentially hard-to-employ youth in the city of Minneapolis. Specifically, the charges of the task force were to:

- identify the characteristics of potentially hard-to-employ youth in relation to early childhood development;
- identify the key elements in early childhood programs that have an impact on later employability;
- develop specific recommendations for changes in policy, strategy, programs and governance which enhance the relationship between early childhood development and future employability for potentially hard-to-employ youth.

Early childhood education does affect future employability, especially for low-income children. That is the finding of the task force. The implications of this report will have far-reaching benefits throughout the city of Minneapolis: for

the business community, which wants a well-trained and educated labor force; for government, which wants to reduce the public costs caused by unemployment; for community leaders, who would rather prevent the problem of unemployment than treat its symptoms; for low-income parents, who want more for their children; and for all parents, who with each generation strive to do a better job.

Minneapolis' pride rests on our ability to develop and maintain public/private partnerships. The MCBEA alliance has pulled us together again and we have identified an innovative strategy for preventing long-term unemployment. It doesn't cost much compared to what we pay at the other end of the continuum, and this time we share in its benefit.

The Honorable Mark Andrew
Hennepin County Commissioner
Co-Chair, Future Employability/Early
Childhood Development Task Force

Ms. Beverly L. Propes
Consultant
Co-Chair, Future Employability/Early
Childhood Development Task Force

Overview

Unemployment in Minneapolis is far more serious than the numbers indicate. Here and in other cities, a growing number of youth — many of them single parents — face permanent poverty because they are unqualified for the jobs that would make them self-sufficient. They are unemployable, and their children — except for the most resilient — grow up equally unemployable. Unemployment is devastating for them and expensive for taxpayers.

Today, about 13.8 million, or 22 percent, of Americans under the age of 18 live in poverty, up from 14.3 percent in 1969-70. Forty-eight percent of all black children live in poverty, up from 39.6 percent in 1969. If you are under six years old, you are six times more likely to be poor than if you are over 65. Only 22 percent of all American children live in families headed by women, but more than half of all poor children live in such households. This is twice the 1959 rate.

Young, single parents face a double jeopardy: not only do they lack the skills and behaviors that make them employable, but they also lack the parenting skills and the resources necessary to begin developing their children's future employability. The result: by age 5, children of the poor are already at risk for failure in school, for future unemployment, and for a life of poverty.

In order to break the cycle of poverty and avoid the huge costs of a growing class of permanently poor young families, private and public decision makers must create new strategies to prepare at-risk children for employment. One answer is at hand: results of longitudinal studies clearly demonstrate that high-quality early childhood development programs targeted to children from poor families pay enormous returns. As adults, their employment rate doubles, and the public pays fewer special education, job training, and welfare costs.

Findings and Conclusions

Results of research and testimony from task force members and outside experts prove that early childhood education can improve future employability for low-income children. It is essential in breaking the cycle of poverty. Early scholastic achievement becomes the foundation for success in school and in the work place as learning progresses year by year from infancy through adulthood. Factors which influence cognitive development are nutrition, good health and medical care and a stimulating, responsive environment. Low-income children suffer from the lack of adequate resources more than middle-income children. However, if they are provided with comprehensive services, including high-quality education, before entering kindergarten, low-income children are on the right path for becoming employable citizens.

If Minneapolis wants to improve its labor force and the quality of life for all citizens and also reduce the public costs caused by and associated with unemployment, then we must start at the beginning. This means we must start working toward employability at birth. Thus, the conclusions of the task force are as follows:

- 1. High-quality early childhood development does improve future employability for low-income children.** Results of national longitudinal studies demonstrate that rates of employment and participation in college or vocational training for low-income children with preschool education are nearly double when compared to low-income children without any preschool education.
- 2. Early childhood education will result in fewer long-term unemployed city residents.** Early childhood education should be recognized as part of the solution to the unemployment problem in the city of Minneapolis. The ability to learn is one qualifier for being considered employable. Good cognitive development affects one's ability to learn. Adequate health, nutrition, medical care, and a responsive environment are essential to good cognitive development. Learning is linked to employability year by year, from infancy through adulthood. Intervention in the unemployment cycle must begin early.

3. Investing in the education of low-income children in the early years returns at least four times the initial investment.

Researchers have found that for every \$1.00 spent on early childhood development programs, \$4.00 to \$7.00 is saved in later costs for remedial education, court services and welfare payments.

4. Comprehensive, high-quality early childhood development programs can be created to encourage adequate development of low-income children.

Important components of a high-quality program include low staff/child ratios, high parent involvement, well-managed programs, evaluation systems, and nutrition and health care services.

5. Investments in employment and training programs do not now include the education of children ages 0 to 5.

Public and private sector organizations must begin to redirect employment and training dollars to the early years for low-income children. In Minneapolis, approximately 30 million public employment and training dollars have been spent since 1980 to provide education and training for youth and adults. Almost no employment and training dollars have been spent on employability training for the city's youngest citizens.

6. Poor children face the highest incidence for becoming long-term unemployed adults.

Unemployed parents lack the financial and sometimes the educational resources to provide adequate health, nutrition, medical care and an environment responsive to the needs of infants and young children. This affects cognitive development. Children enter school behind from the start, experience failure early, and this deficit may follow some through adulthood. Children end up dropping out of school not prepared to secure meaningful jobs to make them economically self-sufficient.

7. Existing preschool, day care, and family day care programs are not enough to meet the developmental needs of low-income children.

Federal cutbacks which eliminated federal day care regulations have affected the quality of care and education services in inner-city programs and have limited expansion of new programs serving low-income children. Head Start, a half-day program serving low-income children, had 1,500 applications for the 1984-85 school year but could only serve 477 children.

8. Early childhood education for low-income children needs to be high on the public agenda. Federal, state and county cuts in services to children have reduced resources at a time when more children are living in poverty. If Minnesota is to continue to enjoy a high quality of life and if the business community wants an educated and trained labor force, more attention and more dollars need to be directed toward the future employability of the city's youngest citizens.

9. The need for early childhood education is gaining national attention and momentum. Other states are acting. Seven states have appointed task forces and commissions to study early childhood development; four states have established pilot programs; existing programs are expected to be expanded and maintained in 12 states; and funding for new early childhood education programs is being proposed in 12 states.

10. Minneapolis needs to develop a policy for the education of children ages 0 to 5. The early childhood community understands the need for providing high-quality education, particularly to low-income children. The schools understand the importance of early intervention, as too many children from low-income neighborhoods are not prepared to pass the kindergarten benchmark test. Both groups, in partnership with government and business, can reduce future long term unemployment if the partnership is created, and policy established and implemented.

11. Minneapolis needs to take the second step. This report represents a consensus from representatives of the Future Employability/Early Childhood Task Force. It is based on five months of testimony, research and advice from practitioners in the field. Study on the issues and problems must continue in order to better develop policy for providing high-quality, early childhood development for low-income children.

Recommendations

The task force deliberated for many long hours to decide what was the most realistic, cost-effective method for laying the framework for early childhood development to improve the future employability of low-income children. During the deliberations, a number of things became clear:

- (1) There is an important story to be told. The general public is not aware of the connection between early childhood development and future employability for low-income children.
- (2) If policy is not set, nothing will happen. Unless public and private organizations understand the importance of the connection, nothing will filter down to improve the level of services to low-income children.
- (3) In order for existing programs to provide better service and to implement state-of-the-art techniques, research, data and information must be provided on a regular basis.

In addition, the task force set some parameters for further development of the recommendations. First, none of the recommendations speak directly to the need for business to provide child care or assistance as part of its employee benefit package. The assumption was that long-term unemployed parents are not working and therefore are not

in immediate need of such services. This does not diminish the necessity for such services to employees with children under the age of 6.

Secondly, the task force concentrated its recommendations on increasing services to children. Therefore, none of the recommendations speak directly to the employment needs of unemployed parents with preschool children. That does not diminish the urgency for employment and training services to unemployed parents, prenatal or perinatal care for expectant mothers, nor for pregnancy prevention for in-school youth. These areas were outside the realm of this report but were discussed as very important issues for further consideration.

The recommendations of this task force speak to children living in poverty who are part of our future labor force. This task force believes that through the implementation of the identified recommendations, positive changes will occur in the lives of children most at risk for becoming the long-term unemployed. Therefore, the goal of the following six recommendations is:

To improve the future employability of low-income Minneapolis children ages 0 to 5 by providing high-quality, early childhood development services.

1. Minneapolis Community Business Employment Alliance (MCBEA) should conduct a public education campaign among the city's business, government, and community leaders to demonstrate the economic and cost-benefit relationship between early childhood education and later employability for low-income children. The MCBEA Board is composed of broad representation of public and private city leaders. It provides the nucleus needed to disseminate the important findings of the task force — that is, that early childhood education does improve the future employability for low-income children. All sectors of the city need to understand this: business, for the improvement of the labor force; government, for better investments of public resources; and low-income parents, who always want to do a better job.

2. The Youth Coordinating Board* should form a select committee composed of public and private leaders to develop a comprehensive policy plan for the delivery of early childhood education services for low-income children ages 0 to 5 in the city of Minneapolis. This board becomes a logical body for policy setting for early childhood education services for

children, since its broader proposed jurisdiction covers children ages 0-19. The plan should include the following:

- a) a service delivery system
- b) programming criteria
- c) funding sources
- d) linkages to existing services and support systems
- e) an evaluation component.

3. The select committee of the Youth Coordinating Board should include representation of all stakeholders in improved employability. The committee should broadly represent the business, foundation, and early childhood communities, government, low-income families and the minority communities.

4. The select committee should include parent involvement, nutrition and health services, and quality control as the cornerstones for all early childhood development programming for low-income children. Several types of programs should be considered in designing a comprehensive plan of services to meet the development needs of low-income children and their families. Parent education, Saturday programs like the Ferguson-Florissant model in Missouri, and expansion of Head Start to serve more low-income children are some of the basic options.

5. The select committee should consider all possible options as funding sources for providing early childhood education services for low-income children.

A number of options should be considered by the committee including: local taxes, sales tax, property tax, and funding from companies with large youth audiences. Minneapolis Public Schools should be urged to use its full allowable mill levy for early childhood/family education programming. Fees charged to parents for child development programs should be on a sliding scale. More important, public-private partnerships should be encouraged to provide funding or resources whenever possible.

6. A database should be established to collect information on all early childhood education program and policy efforts in Minneapolis and Minnesota as well as nationwide. This kind of central clearinghouse would provide state and local decision makers with the

best, most complete and up-to-date information to guide them in establishing early childhood education policies. The Greater Minneapolis Day Care Association and the Center for Early Education Development are two organizations most appropriate for providing better services.

- * The Minneapolis Youth Coordinating Board is made up of 11 public officials: the Mayor, the chairs of the City Council, Hennepin County Board of Commissioners, the Board of Education, Library Board and Park Board (or their designees), one additional member of the School Board and County Board, a judge from Hennepin County Court, and the chairs of the Minneapolis delegation to the Minnesota House of Representatives and Senate. Its general purpose is "to use the collective power of the Board members' elected offices to maximize opportunities in Minneapolis for young people, ages 0-21, to develop their full potential."

Unemployment: The Growing Challenge

The Cost of Unemployment

A 1982 report prepared by Interface entitled "Youth Unemployment: The Cost of Doing Nothing" calculated what it costs New York City tax payers to provide public assistance to unemployed youth, as well as the cost that would be returned to the city if youth were employed. The report indicated that in 1981, the city of New York

- spent more than \$63 million a year to have a 40 percent youth unemployment rate;
- would recoup \$1,400 per 1,000 20-year-olds employed;
- would regain \$300 million a year with just a 20 percent reduction in the youth unemployment rate.

Researchers in Michigan reported that in 1980 the state's youth unemployment problem cost taxpayers nearly \$100 million. That estimate includes the costs of welfare, insurance, crime-related activities and incarceration, and the social and community benefits lost because of an idle work force.

At some 13 percent, Minnesota's youth unemployment is less severe than that in Michigan and New York. But the problem has the same effects. Given population trends, chronic unemployment, as well as long term poverty, will increase in coming decades.

Who Are the Unemployed?

Unemployment rates are established by the U.S. Bureau of Labor Statistics. But persons who have never held a job are not included in unemployment calculations. In addition, being employed as little as one hour per week classifies a previously unemployed person as "employed." Therefore, the Minneapolis rate of 4 percent in 1985 is an inaccurate gauge of the unemployment problem.

The "Persons Not Employed" index, on the other hand, paints a truer picture of unemployment. This measure includes both those defined as "unemployed" and those "not in the labor force."

Minorities and youth are disproportionately represented in "not employed" statistics. The following table demonstrates the discrepancy between the rates of unemployment for Minneapolis' minority and white groups in 1980. Eliminated from consideration are persons ages 0-16 and those persons 65 years of age or older.

Percentages of persons not employed in Minneapolis, in 1980¹

Race	Sex		Total
	Male	Female	
Black	33.6	44.8	39.2
Native American	49.8	62.1	56.5
Asian and Pacific Islander	38.9	53.1	45.8
Hispanic	29.9	46.4	37.7
White	17.1	24.9	21.1
Total	19.2	27.5	23.5

According to 1980 U.S. Census data, youth ages 16-19 years of age made up 7.0 percent of the working age population in Minneapolis. However, during the same period, youth comprised 10.4 percent of the unemployed. Minority youth unemployment was 26.2 percent, nearly twice that of all youth.²

Poverty: The Result of Long-Term Unemployment

Long-term unemployment results in poverty for individuals and increased public costs to cities. Nationally, as well as locally, poverty rates are steadily climbing. One yardstick of poverty is the "poverty line," a U.S. Department of Agriculture index that reflects the consumption requirements for families based on size and other demographic factors. In essence, the poverty line establishes the cost of feeding a family of four.

In 1981 the Census report described the "largest decline in family income in the post-World War II period".³ Census data further demonstrated that minorities, single parents, and youth were more likely to live below the

poverty line than the rest of the population. In 1985 Duncan and Rogers⁴ found that the average black child growing up in the 1970s could expect to spend more than one-third of his or her childhood in poverty; the comparable fraction for whites is less than one-fifteenth. More important, Census data revealed that one-fifth of all U.S. children under six years of age were living in families below the poverty line, compared to 13 percent for the population as a whole and 16 percent for persons aged 65 or older.⁵ Sociologists predict that by the year 2000, one-third of all American families with children will have received welfare payments.

In Minneapolis, the proportion of people living in poverty is also rising. Between 1969 and 1979, the actual number of poor people declined about 4 percent. But with a 14 percent decrease in the city's total population, the proportion of people living in poverty actually increased by 13.5 percent.⁶

Even more alarming is a change in the duration of poverty in Minneapolis. In the past, poverty was primarily of a short-term nature, brought about by temporary unemployment. But studies by the Minneapolis City Planning Department indicate that for certain groups, poverty is becoming a permanent way of life. Many people nowadays are chronically unemployed. For the first time in its history, Minneapolis is experiencing the emergence of a long-term unemployed population.

Characteristics of Minneapolis' Poor

The federally defined poverty line for a family of four in Minneapolis is \$10,650. As is true nationwide, minorities, single parents and children are disproportionately represented among the Minneapolis poor. Thirty percent of blacks are poor; 41 percent of Native Americans, and 28 percent of Hispanics are living in poverty.

Single-parent households are a major component of the persistently poor in Minneapolis. In 1980, 34 percent of the city's families were headed by single parents, a 44 percent increase from the 1970 level. Of the total single-parent families, nearly 90 percent are headed by women. With an average income of \$11,000, 40 percent of these households are living just above the poverty line. For female-headed families with children under six years old, the average income drops to \$7,000, far

below the poverty line. Reflecting a rise in teenage pregnancies and an increase in births to single mothers, the number of single mothers with children under six grew 66.6 percent between 1970 and 1980.⁷

Children born into poverty suffer the longest duration of poverty and its economic despair. In 1980, one of every five Minneapolis preschoolers, a total of 5,603, was living in poverty. That group has increased by about 11 percent in the past five years; in 1985, about 6,219 preschoolers were living in poverty.⁸

Single teenage parents and their children are one of the fastest growing poverty groups in Minneapolis. Thus, more children are having more children at a time when they can earn the least and when educational requirements for anything above the least skilled occupations are climbing. The Minnesota Department of Economic Securities calculated that in 1985 the hourly wage needed to support one parent and one child was \$5.50 per hour. The minimum wage in 1985 was \$3.35, and an entry-level MEED (Minnesota Employment Economic Development Act) worker earned an average of \$4.75 per hour. Not only do single teenage parents face poor employment prospects, but their difficulties are compounded by a decline in government spending on the problems of poor children.

Greater Financial Problems for the Long-Term Unemployed

Federal Cutbacks. Under the Reagan administration, policy changes and federal budget cuts for funding social services to disadvantaged families have resulted in fewer people being served with fewer dollars. A recent study conducted by the House Select Committee on Children, Youth and Families suggested that minority children and children in single parent households are suffering the most under the new rules.

In 1981 President Reagan signed into law the Omnibus Budget Reconciliation Act, transferring much of the federal responsibility for financing and setting social policy to state and local governments and to the private sector. At the same time, the federal government cut back funding for major entitlement programs for the poor. Between fiscal years 1981 and 1984, federal outlays for 25 programs affecting children — social service, health, nutrition, education, employment and income support — decreased by 11 percent, after adjusting for inflation.⁹ Particularly hard hit were youth training programs, child nutrition programs, food stamps, most social service programs affecting children, Title XX, Prevention Health Services Block Grant, and Aid to Families with Dependent Children (AFDC).

Most states, including Minnesota, have responded vigorously to the challenge of picking up the tab for social services to the poor. Despite a recession in the early 1980s, states and localities were able to replace some of the lost federal funds or shift funds among various services in the block grant and categorical grant programs. However, net losses in three specific areas — AFDC, youth and adult employment and training programs, and day care funding — have grim implications both for today's long-term unemployed and for their children.

Shift to Service Jobs. The current shift in our national economic base from industry to service will add yet another barrier to self-sufficiency for the long-term unemployed. Increasingly, entry-level job opportunities will be for low-paying service positions such as fast-food workers, waiters, and store clerks. Planners predict that the going wage will be \$4 - \$6 an hour.

Although the high-technology field of computers will spawn a significant number of support jobs in metropolitan areas, many of these positions, such as keypunching and routine maintenance, will require low skill levels and will offer accordingly low pay. Yet, even for these jobs, competition will be stiff. The unskilled, long term unemployed will have to compete directly with skilled, dislocated workers who have the advantages of work experience and higher educational levels which will enable them to get and retain jobs.

Impact on the Future Labor Force: Implications of Poverty and Long-Term Unemployment

Chronic unemployment and poverty feed on themselves. Teenage mothers drop out of high school to care for their infant children. Having few skills, single parents seeking employment discover that the minimum wage jobs they qualify for will not cover day care expenses. The result: these single parents end up unemployed and permanently poor.

Their children, the future labor force, also suffer. Parents unable to provide adequate food, shelter, clothing and medical care for their children unknowingly foster poor cognitive development. When these children enter school, they are already behind; more significantly, they begin to experience failure early in their lives. Research demonstrates that success is linked — grade by grade, year by year — from school to the work world. For developmentally delayed children, early failure precipitates a succession of learning failures that continues into adulthood, beginning another generation of unemployment and poverty.

Characteristics of Low-Income Preschoolers

Authorities report that economically disadvantaged preschoolers are more likely than middle-income preschoolers to exhibit deficits in gen-

eral intelligence, language development, fine motor coordination, time concepts, self-concept and motivation.¹⁰ Hodges and Spinker¹¹ found that the mean IQ of children from socio-economically deprived areas was approximately 10 points below that of middle-income children. Furthermore, poverty areas, which generally contain 10 percent of a community's school age population, often contribute up to 50 percent of children enrolled in special education programs.¹² The most important finding of the research was that the symptom of intellectual deprivation was a temporary dysfunction directly related to poverty. As a corollary, early educational intervention, before children enter school, raises the optimum intellectual potential of low-income children.

Preventing problems has always been less expensive than trying to correct them. Applied to the chain of developmental deficits, school failure, and chronic unemployment, that principle translates to preparing children as early as possible for future employment.

Improving Employability: Starting Earlier

What Makes People Employable: The Employer's Perspective

Employability is a nebulous concept. However, employment program professionals have identified its basic components. Most are character traits or mindsets that develop over a long period of time. A 1978 Department of Labor report, for example, defines employability as "first and foremost, a function of attitudes, habits, deportment and general intellectual and manipulative skills, much more than specific occupational skills."¹³

Echoing those findings is a 1983-1984 survey of the employment needs of industry conducted by the Committee for Economic Development, a national, non-profit, non-partisan independent research and educational organization of business executives and educators. This survey stated: "Specific occupational skills are less crucial for entry-level employment than are a generally high level of literacy, responsible attitudes toward work, the ability to communicate well, and the ability to continue to learn." Included in "responsible attitudes" are self-discipline, a sense of pride, teamwork and enthusiasm.¹⁴

Similarly, a 1978 study by the Labor Market Information Network reports that regardless of what specific occupational skills an applicant may or may not possess, employers look first for basic verbal and mathematical literacy along with work maturity, which includes the ability to follow instructions, punctuality, and regular attendance.¹⁵

Employability as a Continuum

Youth can learn job skills during high school or vocational school, or on the job. But basic academic, social and attitudinal competencies are acquired throughout childhood, from the family and from the schools. A sense of responsibility and an interest in learning, for example, begin to develop in the first three years of life. Thus, employability becomes a continuum of step-by-step emotional, psychological and intellectual learning that begins at birth.

The Public/Private Sectors' Role

Historically, the public and private sectors have targeted employment training and preparation to those who have already become unemployed. Local, state and federal job-training programs are designed for people in their teens and older. Likewise, industry has concentrated its employment training resources on youth and adults. And while the schools have provided vocational and cooperative education programs as well as instruction in basic skills, the youth unemployment rate remains stubbornly high. As of September 1985, the national unemployment rate for all youth aged 16 to 19 was 17.8 percent. For black teenagers, the rate was 38.2 percent. In Minneapolis, about 10 percent of all youth were unemployed in 1984. For minority youth, the rate was 26.2 percent.¹⁶

Business Initiatives. Since the 1960s, the business sector has supplemented public employment training programs like the Comprehensive Employment And Training Act (CETA) and now the Jobs Training Partnership Act (JTPA) with cooperative programs and with their own entry-level training. In fact, many corporations prefer to teach the skills specific to their job openings, leaving the teaching of basic skills, attitude development, and problem-solving competencies to the schools. Yet companies often find that they must supplement specialized occupational instruction with remedial verbal and mathematical programs. According to a 1981 *Wall Street Journal* report on a study of education in industry, 35

percent of 800 companies surveyed in 1977 provide some instruction in subjects that traditionally have been the responsibility of the schools.

More recently, the Committee for Economic Development has concluded that due to deficiencies in reading, writing, and math skills, the lack of positive attitudes toward work, and a failure to learn how to learn, how to solve problems, make decisions, or set priorities, "many high school graduates are virtually unemployable, even at today's minimum wage."¹⁷

The Schools. Certain statistics seem to support the contention that schools are not doing their share in readying students for the work world. Nationally, the proportion of students graduating from high school climbed from 55 percent in 1950 to 70 percent in 1980. Yet performance on aptitude tests has declined. As of 1983, one-fourth of all 17-year-olds did not know the number of feet in a yard, the number of ounces in a pound, or the number of quarts in a gallon.¹⁸

Minnesota's schools have fared much better. In fact, the state ranks near the top in terms of the percentage of students who graduate from high school. Still, about 11 percent of Minneapolis' minority students drop out of school, compared to about 6 percent of white students.¹⁹

Huge amounts of money and effort have been spent on preparing youth and adults for jobs. For JTPA alone, the federal government spends more than \$3 billion annually. Yet little attention has been directed at the preschool period where employability begins, even though educators can demonstrate that many low-income children enter school with developmental delays that predispose them to fail. Behind from the start, many children never catch up. And after an estimated \$3,600 per child per year of special education²⁰ — only one of the many additional services typically required by developmentally delayed children — this group still ends up unemployable.

Faced with the prospect of growing poverty and with cuts in federal spending for the poor, state and local policymakers are looking for better, more cost-effective solutions to chronic unemployment. The results of recently published studies on experimental preschool programs begun in the 1960s have identified a remarkably effective new approach to improving the future employability of low-income children.

Early Childhood Development: Cost-Effective Employment Training

In 1984, findings from longitudinal studies of the country's first preschool programs for low-income children were published, offering compelling proof that enriching the development and education of children before they enter school strongly improves their school success. School achievement, in turn, correlates with future employability. Equally important, preschool education has proved to be more cost-effective than any previous approach to the problems of school failure and chronic unemployment.

Results of one study in particular, the Perry Preschool Study, have sparked a new movement toward focusing employment preparation in early childhood. Begun in the early 1960s by the High/Scope Educational Research Foundation in Ypsilanti, Michigan, the Perry Preschool Program involved two groups of low-income three-year-olds, one group of which was offered high-quality preschool education. Researchers measured the progress of both groups at ages 8, 15, and 19. The results are as follows:²¹

Economic Findings

For every \$1,000 that was invested in the preschool program, at least \$4,130 (after inflation) has been or will be returned to society—better than the average rate of return to private investors.

Returns include reduced costs for education and legal processing for delinquent behavior, and increased lifetime earnings for participants. Other, future returns remain to be calculated.

Investment	Returns
\$1,000	\$1,000
	\$1,000
	\$1,000
	\$1,000
	+

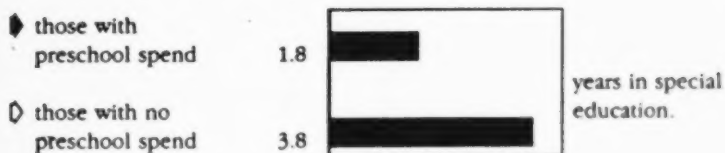
Delinquency Findings

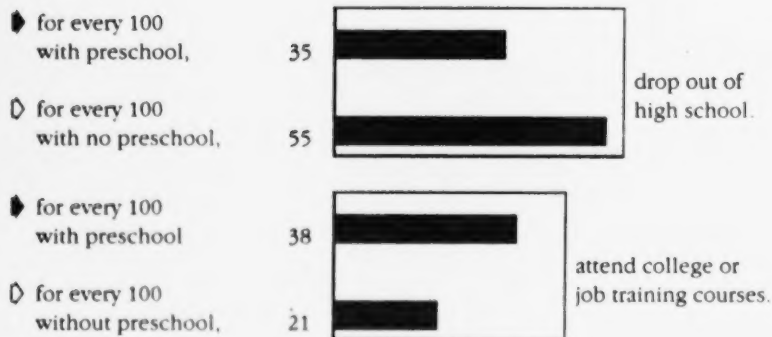
Among youngsters like those in the study,**



Education Findings

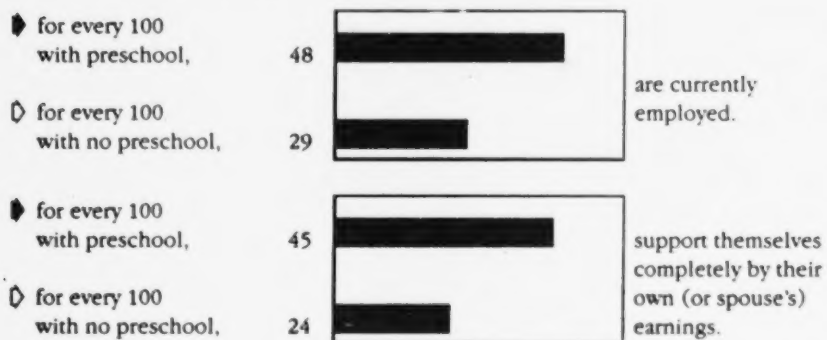
Among youngsters like those in the study, on average, for every 13 years of schooling (K-12),





Employment Findings

Among youngsters like those in the study



Records show that the rates of employment and participation in college or vocational training after high school for the preschool group were nearly double those of youths who did not attend preschool. At age 19, 50 percent of the preschool-educated group was working, compared with 32 percent of the control group. Additionally, the preschool-educated group had fewer teenage pregnancies, fewer dropouts, and fewer arrests.

At an annual cost of approximately \$4,800 per child, the Perry Preschool Program was not cheap. However, researchers estimate that over the students' lifetimes, the economic benefits to them and to society may be at least four times the cost of one year's participation in the program. Stated another way, a state can save \$4 for every \$1 it spends on early education for disadvantaged children.

Head Start, the federal program launched in 1965 to provide enriched early childhood education to low-income children, was also recently evaluated by the U.S. House of Representatives Committee on Children, Youth and Families for its long-term success:

Head Start produces substantial gains in children's cognitive and language development, school readiness and achievement. Head Start children are far less likely to be held back a grade or assigned to a special education class than similar children who did not attend Head Start, and Head Start children have been found to be more socially and assertive than comparable youngsters. Children in Head Start obtain markedly higher levels of health care than children not in the program, have fewer absences from school and perform better on physical tests. In many studies, parents of Head Start children report important changes in their educational or economic status leading to greater family self-sufficiency.²²

The Harlem Study traced the progress of 750 children from Harlem who participated in early education programs in New York City public schools from 1961 to 1970. This program also was one of the principal models for such federal early intervention programs as Head Start, Follow Through, and Title I. Preliminary findings are remarkably consistent with the Perry Preschool results.²³

Compared to a control group of 500 children from the same area and background, twice as many of the preschool-educated group, by then ages 19 to 21, had obtained jobs. Forty percent of the study group had gone on to college or vocational schools, in contrast with 28 percent from the comparison group.

The Consortium for Longitudinal Studies²⁴ turned up many of the same positive findings for the long-term effects of early childhood programs. A project of the Education Commission of the States, the Consortium studied 13 programs conducted in various areas of the United States during the late 1960s and early 1970s. Most participants were children from low-income families who were eligible for some type of federal assistance. The children ranged in age from three months to five years.

Grouped by delivery system, the studies fell into three categories: center-based studies, providing nursery school type programs; home-based studies, which focused on teaching mothers how to stimulate the social, emotional, and cognitive development of their infant/toddler verbally and with toys; and a combination of center-based nursery school program and home visits.

Follow-up 10 to 15 years later revealed that developmental/educational enrichment programs had lasting effects for the children, including fewer assignments to special education classes, significant reductions in grade retentions, increased achievement test scores, increased IQ scores, and changed attitudes that included placing a higher value on achievement.

In a 1981 report prepared for the U.S. Department of Labor,²⁵ Consortium member Dr. Irving Lazar of the Foundation for Human Service Studies at Cornell University concluded that "... preschool participation had long-term effects on school competence at ninth grade and at twelfth grade after background factors were considered. School competence, in turn, affected the likelihood of high school graduation, and both of these educational measures were significant predictors of whether or not a person was employed in 1980.... Preschool participation and school competence also affected occupational aspirations and expectations. In particular, preschool participants aspired to and expected to attain higher status jobs than control subjects."

Components of High-Quality Programs

Research on early childhood development programs such as the Perry Preschool Project and the Consortium Studies indicates that high quality is the key to long-term benefits. That is, many different kinds of programs, from in-home instruction to formal developmental curriculums, can achieve the same results — if high quality is maintained. Analysis of the successful programs coupled with the experience of child development specialists suggests that high-quality early childhood programs have the following characteristics:²⁶

- They are well managed and monitored;
- Parents become partners with teachers in educating the child;
- Competent, committed caregivers plan and work together in teams to provide mutual support and individual attention to the children;
- A high degree of adult-child interaction is essential;
- The program is organized around a specific curriculum or set of learning principles;
- Caregivers receive ongoing service training;
- The programs are regularly assessed to assure that goals for high quality are being met.

The positive connection between preschool programs and future employability rests on the basic principle that schooling and preparation for employment are a developmental process: Small differences in performance in the first years of school accumulate over a student's early life to produce dramatic differences in performance as young adults.

But what about development before preschool? To date, most of the research on the link between early childhood programming and adult employability has focused on preschool education. However, information from decades of testing has firmly identified the first three years of life as a period of enormous growth. Many experts assert that children who fall behind then never catch up to their peers. Efforts to improve employability, then, should begin at birth.

There is evidence to support the notion that teaching parents or caregivers how to rear their babies can make a striking difference in the child's social and intellectual development by the age of three. A recently published evaluation of a Missouri project called the New Parents as Teachers Project demonstrated that children of participating parents "... consistently scored significantly higher on all measures of intelligence, achievement, auditory comprehension, verbal ability and language ability than did comparison children."²⁷

The 380 families involved in the project came from various backgrounds in four school systems in Missouri. Child development trainers met with each family twice a month, once in the home and once with a small group at a school. Parents were taught such skills as how to talk to infants, how to choose toys, how to detect illness, and how to discipline infants without punishing them.

Burton C. White, senior consultant to the project and director of the Center for Parent Education in Newton, Massachusetts, maintains that the Missouri project gives even more reason for optimism about improving children's lives than the findings involving programs that begin after the age of three.

"Two-thirds to three-quarters of all usable language is acquired by the age of three," Dr. White told the *New York Times* in October 1985. "A problem is that public education usually doesn't spend money on kids until they are five or six, in spite of the fact that a child who is slow in development at three is already in trouble and a slow six-year-old is almost impossible to make into an outstanding student."

A review of the basic principles of development helps explain Dr. White's emphasis on the importance of normal physical and mental growth from birth to age three.

Child Development from 0 to 3

Human development occurs systematically and sequentially; that is, each step grows out of the preceding one. Like the mastery of mathematics, learning new skills and competencies depends on and incorporates all previous development.

But growth and development do not occur automatically. Rather, growth is a complex process involving the interaction of the caregiving environment, the child's biological characteristics, and individual differences. Children who move as expected along the developmental course of social, motor, intellectual, and language competencies are said to be thriving; those who do not are considered developmentally delayed.²⁸

Factors Related to Thriving

To understand the link between a child's early life experiences and his or her later success in school and employment, one must consider the factors related to thriving, beginning with events during pregnancy. An infant has the best chance to be normal and healthy at birth if the mother: sought early prenatal care; did not smoke, use drugs, or consume alcohol; ate a well-balanced diet; was not underweight or malnourished at conception; and was not below 20 years of age or above 35.²⁹

From birth through the first two years of life, there are three main factors that strongly influence a child's development:³⁰

1) **Adequate nutrition.** Considered the single most important factor affecting physical growth and development, adequate nutrition depends primarily on consuming enough good-quality protein. As the child moves beyond infancy, he or she needs the appropriate amounts of the basic four food groups.

2) **Responsive caregiving and the development of social attachments.** Although the infant is capable of interacting with its caregiver from the first day of life, such opportunities, including opportunities for close physical contact, must continually be provided in order for the child to

develop its first social bond. How the caregiver responds to the baby's needs initiates the development of the child's self-concept or self-esteem. Major caregivers in a baby's life also become models. These two elements — self concept and behavior or role models — shape future learning. Developmental psychologists Joseph and Laurie Braga describe the caregiver's importance this way: "Infants develop feelings about themselves based on feedback they receive from others. If the world around them is positively responsive to them, children feel good about themselves. If the world is unresponsive or unreliable, they will feel incompetent and fearful. And they will carry those feelings into their future; they will learn to anticipate the kind of responses they have become used to receiving and will adapt their behavior accordingly."³¹

3) **Stimulating environments.** Infants and young children need physical and mental stimulation in order to grow. They need to manipulate objects, they need to be played with, they need to hear and look at a variety of things, and especially, they need to be talked to and read to. Thus, caregivers are of tantamount importance.

The lack of adequate physical and mental stimulation, along with nutritional deficiencies and unresponsive care, are major risk factors in various developmental delays by age three. Without intervention, children's early developmental difficulties are compounded with each birthday. For infants, toddlers and preschoolers, that means lower cognitive abilities and limited physical growth. During elementary school years, these children spend relatively more time in special education classes. They are more vulnerable to emotional disturbances, poor health, and frequent grade retention. And by adolescence, they have experienced increased rates of academic failure, school dropout, incarceration, and pregnancy.³²

Low-income children tend to fail in these areas not for a lack of love, but for a variety of circumstances, all linked with poverty. Mere children themselves, most teenage parents know little about the importance of good nutrition or of talking to and playing with their infants. Low-income single parents lack the necessary resources to provide proper nutrition and learning stimuli. Inadequate housing and medical care are other major problems.

The Employability Continuum in Minneapolis

To meet the employment needs of low-income families, the city of Minneapolis provides an array of educational and job training services for children and adults.

Adult and Youth Employment Programs. The Minneapolis Employment and Training Program (METP) is probably the city's major provider of employment and training services for economically disadvantaged youth and adults. METP works with a number of community-based organizations to provide more than 100 employment and training programs for the hard-to-employ. Major components of the system include JTPA Title IIA, which last year served 1,129 people; the Summer Youth Employment Program, which helped 1,659 youth find jobs; the dislocated workers program, serving 275 people last year; and the Minnesota Emergency Employment Development program (MEED), which served 1,098 city residents and is the only state-funded employment program in the country. Since 1983, the Minnesota Legislature has provided \$100 million dollars for the MEED program in wage and benefit subsidies to businesses and organizations that hire unemployed persons. During the fiscal year ending on June 30, 1985, METP administered an estimated \$7,288,820 of employment and training program funds.

As an outgrowth of a Mayor's Employment Strategy Task Force in 1981, Minneapolis redirected its employment and training efforts to focus on a neighborhood approach. In cooperation with the private sector, the city established a Neighborhood Employment Network (NET) of eight program centers in inner-city communities. Each center has developed an employment program of job preparation and placement that responds to the unique needs of its neighborhood. Facilitators at each location have access to the full range of support services required by the hard-to-employ.

Several local companies have achieved national recognition for their innovative employment training programs. These include Honeywell Inc. and The Pillsbury Company.

Minneapolis Public Schools

In the late 1970s the city's school system joined the national movement to improve children's employability by re-emphasizing a progressive mastery of the basic skills of reading, writing and math. Toward that end, Superintendent Dr. Richard Green and the Minneapolis Board of Education in 1982 launched a five year plan that would set student achievement standards and measure success in meeting citywide objectives

in basic competencies. Additionally, it would identify and then provide additional assistance to those students not achieving expectations for their grade level.

To measure achievement in basic skills, the Minneapolis Public Schools implemented the Benchmark Testing Program in 1983. On the premise that children must be developmentally ready to learn before the schools can do their part, the Kindergarten Benchmark Test was designed to assess the skills children brought with them as they entered school. Students identified as at-risk would receive additional help during the year.

Results of the first two years of Kindergarten Benchmark Tests suggest that a number of children are at-risk for learning failures before they enter school. In 1984, 11.3 percent of kindergartners failed the test; in 1985, 12.6 percent failed. Analysis of their developmental characteristics indicates that these children lack adequate language experiences and generally suffer from poor self-esteem. Although the schools do not collect data on students' socioeconomic characteristics, historical patterns suggest that the strongest common denominator among children retained in kindergarten is low family income.

Special Education By federal mandate, the Minneapolis Public Schools provide special education services to children with physical, emotional or learning disabilities, beginning at age four. However, current participation regulations restrict services to children who are 25 percent delayed in two or more areas or 33 percent delayed in one area. Of the 250 four-year-olds served during the 1984-85 school year, approximately 75 percent were from low-income families. Many other low-income children who are developmentally delayed — albeit, less severely — are not served by this program.

Early Childhood Family Education Program

Both children and adults are served through the Early Childhood Family Education Program, a statewide program established in 1974 by the state Legislature. The program has three purposes: to strengthen families; to help parents provide for their children's learning and development; and to help young children develop their physical, mental, and social potentials. During the 1984-85 school year, some 3,400 Minneapolis parents and children of all income levels participated in the program through such activities as classes for parents and children and toy lending libraries. The state allows school districts to levy up to .5 mill for this program. The Minneapolis Public School system levied .10 mill for 1985-86.

A few elementary schools in Minneapolis comprised one of the program's six pilot sites. Initially, the Minnesota Council on Quality Education coordinated the program. By 1980, Family Education was expanded to 36 pilot sites statewide, and in 1984 the Legislature removed its pilot status and reclassified the program under the Community Education Division.

Early Childhood Development Services in Minneapolis

To assess the need for additional developmental services for Minneapolis' low-income children ages 0 to 5, the task force has defined developmental services as "any program or situation in which children are cared for." Thus, services range from care in the parent's home to family day care to day care centers and preschools (see Appendix). Developmental services also include an array of support services such as health care programs, special education, and parenting support and education programs.

In 1985, Minneapolis had 665 licensed day care centers, family day care homes and related programs.³³ That number represents a 9.4 percent decrease in the number of child care spaces available from 1984 to 1985. Child care for one preschool child per year costs at least \$3,000. The Hennepin Community Child Care Project maintains that "children of low-income families often have difficulty finding appropriate placement because subsidy levels are below those paid by non-subsidized parents."

The federally funded Head Start/Parents in Community Action (PICA) program is a major early childhood development service. Head Start, one of the few programs specifically designed to enrich the early childhood experiences for disadvantaged children, offers an array of health, educational, nutritional, and social services. However, the program is available only to children whose parents are unemployed or who work only part-time. And only a small portion of the eligible population is being served. During 1985, available funding allowed only 477 of the 1,500 applicants in Minneapolis to be served by Head Start. An estimated 4,000 children are eligible for the Head Start program.

Recently, the state Legislature's special education law mandated school districts to include three-year-olds as part of its target population. The Interagency Early Learning Committee is coordinating efforts to implement this change in Minneapolis. The law mandates that service be offered to three- and four-year-old preschoolers having handicaps that might result in educational problems. Children with social or emotional problems, however, may go unserved. Low-income children will not be served at all unless an additional risk factor is identified.

Children under the age of three who are 25 percent delayed in two or more areas or 50 percent in one area are served in county-funded Developmental Activity Centers (DACs). After 500 slots were filled this year, 40 to 50 children were left on the waiting list. Yet,

in the experience of the child care community, the need is even greater than waiting list numbers indicate. The Greater Minneapolis Day Care Association has estimated that there are more than 500 high-risk or handicapped preschoolers being served in regular day care environments. Yet, the majority of the care providers have not been trained to care for handicapped children.

Hennepin County administers a Special Needs program for children who: have developmental delays; are referred by the courts for child protection; or have parents with special handicaps, such as chemical dependency. Essentially, the program is a support program for situations requiring day care as part of an active Hennepin County social work case plan. About 60 percent of the county's "special needs" children have an active child protection file. The remainder are child welfare cases. On average, 202 slots are available in the eight contracted Special Needs centers. Six of the eight centers are in north Minneapolis.

A variety of other programs have one or more components of early childhood development services. Head Start has a Home Start service similar to Missouri's Parents-as-Teacher Project, which teaches parents how to stimulate their children's development.

Another innovative program is the Minnesota Early Learning Design (MELD), a non-profit parent education and group support service that provides a

two-year high-level curriculum for new parents. Adult parents and teen parents meet in separate groups. Currently, MELD is adapting its program to meet the special needs of Hispanic, handicapped, and hearing-impaired families.

Mothers still in high school can participate in the Minneapolis Public Schools' Mother and Infant Care Education Program. Currently available in two schools, the program provides care for children while their mothers attend school.

Funding Sources

Publicly subsidized child care for low-income Minneapolis parents is funded primarily by federal social service block grant monies such as Title XX, and state sliding fee monies, administered through Hennepin County and the city of Minneapolis Community Development Block Grant (CDBG). Currently, approximately 45 percent of the county's child care budget comes from state and federal block grant funds. In 1985, Hennepin County allocated \$5,436,639 for child care. At least 60 percent of that total is spent in Minneapolis.

Another major source of child care subsidies is the federal Community Development Block Grant program. Fifteen percent of the money is available for human services, and during fiscal year 1984-85, Minneapolis allocated \$770,000 for child care, primarily in the form of grants to family day care homes

and centers and for a sliding fee program. However, in the present fiscal year, that sum declined to \$732,000. The allocation for the next fiscal year is only \$629,000.³⁴

The Needs

Child care that fosters normal development for low-income children is considered the key to breaking the parent-to-child cycle of poverty. Parents who place their children in day care are enabled to work and become self-sufficient. Children who receive this high-quality care are given the foundation for achieving success in school, and ultimately, for gaining adequate employment.

Unfortunately, recent studies and surveys — including one by this task force — reveal several areas of need in Minneapolis' child care programs:

- Too few therapeutic day care centers for special needs students in North Minneapolis;
- High children-to-staff ratios, which do not allow for individualized care for at-risk children;
- Lack of funds to train staff members in developmental theory;
- Lack of developmental curricula in family day care, even though family day care providers may offer excellent care;
- Not enough culturally appropriate day care for minority children;
- Limited staff and financial resources to serve large numbers of at-risk children;
- Few resources to provide early intervention for high-risk infants and toddlers, as identified by the Minneapolis Health Department and other community clinics;
- Lack of comprehensive parent education programs in both family day care homes and day care centers;

- Lack of affordable, high-quality day care, which, is keeping many single parents from seeking employment. This task force's survey found that average weekly costs in day care centers range from \$97.04 for infants, to \$71.62 for toddlers, to \$59.81 for preschoolers. Parents fees accounted for the largest portion of center income, CDBG funds the least. Of public subsidies, little more than half was funded through the Hennepin County Voucher system. Since 1976, public support for day care for low-income parents has decreased by 37 percent;

- Insufficient number of infant care placements. With the recent baby "boomlet," the number of births has increased. Also, licensing limits on the number of infants that family and center programs can enroll are lower than for older children. The Greater Minneapolis Day Care Association's Child Care Information Network reports that 45 percent of their requests are for infant placements, but only 7 percent of the child care slots on their referral list are for infants.

Child care services throughout the Minneapolis system are disjointed, and coordination of services for low-income families is fragmented.

Overview: What Other States Are Doing

Political support for early childhood development programs has never been stronger. Confronted with powerful evidence that enriching children's early development is one of the most cost-effective investments society can make, policymakers throughout the United States are designing strategies to improve early childhood education. Two national policy groups — the Research and Policy Committee of the Committee for Economic Development and the National Association of Elementary School Principals — have concluded that the earliest states of educational development, including the preschool years, are where society receives its best return on education investments. Both groups have recommended that the nation's schools make early childhood education a top priority.

In addition, the National Conference of State Legislatures, based in Denver, Colorado, will soon announce which states it has selected to help establish early childhood development programs. The Conference will administer this project and will hire child development experts to assist with programming and implementation.

However, as policymakers begin to implement such recommendations, many broad issues are being raised. Program costs and sources of funding are a major consideration. Given the wide range of costs among pilot programs,

what is the minimum price for a quality intervention program? And given the limited resources available in each state, how should the target group be selected? By age? By income? Can screening be used to accurately and humanely determine children at risk? How can uniform quality be assured in early childhood development programs? Through licensing? Through parent involvement? Should services for three- and four-year-olds be delivered through the public schools? Or should policy concentrate on expanding existing programs, both public and private.

Some Model Programs

Existing programs are being expanded in three states and are expected to be maintained in nine states. New early childhood development education programs are being proposed in 12 states. Seven states have appointed task forces and commissions to study early childhood development, and four states have established pilot programs. Thus far, the main thrust is toward preschoolers rather than toward the entire 0 to 5 age group.

In Minnesota, Governor Rudy Perpich in 1984 created the Governor's Council on Children, Youth and Families, which advises both the governor and state agency heads on how best to meet the needs of Minnesota children and young people. One of the council's major responsibilities is to implement recommendations made in its

first two reports: "Minnesota Families and Children" and "Different Voices." Currently, the council is assessing day care throughout the state.

In **Missouri**, a statewide program has been proposed that would reimburse school districts for: developmental screening of one- and two-year-olds; parent education programs; and educational services to developmentally delayed three- and four-year-olds, a program modeled after the Ferguson-Florissant Parent-Child Early Education Program in St. Louis County, Missouri.

In 1969, the Ferguson Florissant School District instituted its Saturday Program, an early detection and remedial program for children with developmental delays and learning problems. The program provides three hours of classroom work for both children and parents on Saturdays as well as home visits by the teacher. The program has been proven cost effective by reducing assignments of children to special education classes, by improving scores on achievement tests, and by enhancing parent-child relationships. Compared with the \$2,100 cost to retain a child in a grade and an average cost of \$3,600 per child for special education, the Ferguson Florissant Saturday Program is a bargain at \$175 per child per year.

In **New York**, experimental pre-kindergarten intervention programs (PREK) combine education, health services, social services, and parental involvement to serve approximately some 7,000 low-income three- and four-year-

olds. Now 19 years old, the PREK Pilot Program in 1985 cost \$20 million. New York City Mayor Koch has established a Blue Ribbon Commission whose charge is to provide a plan for making preschool education available to all the city's four-year-olds by the fall of 1986.

A 1984 study committee in **Connecticut** concluded that the state's Board of Education should coordinate existing early childhood development/education services, provide teacher training and technical assistance, support parent training programs, and fund eight Early Childhood Demonstration Districts.

South Carolina's Educational Improvement Act of 1984 directed the state to reimburse local school districts for half the cost of programs for four-year-olds "with predicted significant readiness deficiencies." Participation is voluntary, and schools can contract with existing programs or can give vouchers. Central elements include parent training, home visits, breakfast and lunch, and transportation. The law also allows the schools to expand the program to full days by adding a day care component.

Funded from a one-cent sales tax, South Carolina's program is expected to cost \$16 million in 1988-89, its first full year of operation. The state Board of Education has also established an Early Childhood Office, which will

develop program and teacher certification standards, provide technical assistance, and conduct program evaluations.

Recent legislation in **Texas** mandates developmental screening for all four-year-olds. In any district having 15 or more developmentally delayed children — defined as low-income or unable to speak English — the district must provide half-day preschool education.

Maine has appropriated funds to supplement and expand its Head Start program this year, and **California** each year spends \$260,000,000 in state funds to fund day care and early childhood development programs.

Appendix

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Child Care Facilities

All-Day Child Care Centers

- I - Represents Infants, 1 to 15 months old
 T - Represents Toddlers, 16 to 30 months old
 P - Represents Preschoolers, 2½ to 5 years old
 LK - Represents Latch Key School Age

Type of Care	Number of Spaces	Home of Program	Location Address
		Bethlehem Child Care Center	43rd South & 42nd Street
I,T,P	42	Caring For Children	5835 Lyndale Ave. S.
P	60	Cedar/Riverside Day Care Center	1525 South 4th Street
I,T	15	Cedar/Riverside Day Care Center	1515 South 4th Street
T,P	29	Central Care For Children	1401 Clinton Ave. S.
T,P	104	Child Garden Total Environment	900 Mount Curve
I,T,P	54	Child Garden Total Environment	1900 Nicollet Avenue
T,P	46	Children's Village Montessori Day Care Court	2812 University Ave. S.E.
P	19	Clinton Preschool	2123 Clinton Ave. S.
T,P,L,K	100	Community Child Care Center	8 West 60th Street
P	45	Como Community Child Care	1024-27th Ave. S.E.
P	50	Creative Hours in Learning Development	2511 East Franklin Ave.
T,P	28	Eastside Community Child Care	830 5th Ave. S.E.
P	60	Especially For Children	4100 Lyndale Ave. S.
P	29	Especially For Children	3900 Bryant Ave. S.
T,P	44	Especially For Children	4249 Bryant Ave. S.
LK	29	Especially For Children	4541 Bryant Ave. S.
P	45	First Covenant Day Care	810 South 7th Street
I,P,T	81	Glendale Child Development Center	92 St. Mary's Ave. S.E.
P	60	Grace Methodist Day Care Center and Nursery	3254 Penn Ave. N.
P	30	Happy Tots	1118 South 8th Street
P,LK	60	Holy Trinity Day Care & Preschool Center	2730 East 31st Street
P,LK	29	Joyce Child Care Center	1219 West 31st Street
I,T,P	63	Lake Harriet Christian Care Center	5009 Beard Ave. S.
T,P	68	La Pepiniere Montessori Downtown Child Care Center	115 South 2nd Street
P	45	Downtown Montessori	333 Grant Street

T,P	50	Kenwood-Calhoun Montessori School	3450 Irving Ave. S.
T,P	81	Lake Street Montessori School	2916 East Lake Street
T,P	83	Southeast University Montessori School	1215 5th S.E.
T,P,LK	100	Learning Tree-Southwest	3708 West 44th Street
I,T,P,LK	121	Learning Tree-University	525 Huron Street S.E.
P	30	Linden Hills Co-op.	4201 Sheridan Ave. S.
P	20	Little Earth Child Care Center	2501 Cedar Ave. S.
P,LK	40	Little Haven Nursery School	1013 University Ave. S.E.
T,P	29	Little People	1800 Dupont Ave. N.
T,P	50	Mary T. Wellcome Nursery School	1003 Bryant Ave. N.
P,LK	49	Messiah Child Care	2504 Columbus Ave. S.
I,T,P	66	Messiah Willard Day Care Center	1616 Queen Ave. N.
T,P	54	Minneapolis Community College Child Care	50 Willow Street
T,P	20	Miss Vanya's Kiddie College	1031 12th Ave. S.E.
P	30	Mrs. Liiste's Montessori School	2720 Blaisdell Ave. S.
I	16	Mt. Sinai Child Care Center	2414 Chicago Ave. S.
T	21	Mt. Sinai Child Care Center	2418 Chicago Ave. S.
P,LK	66	Northeast Child Development Center	1929 2nd Street N.E.
I,T,P,LK	86	New Horizons Day Care	2733 Park Avenue
P	35	New Life Day Care	3115 East 42nd Street
I,T,P	37	Noah's Ark Child Development	1020 Harmon Place
I,T,P,LK	128	Northside Child Development Center	1011 North 14th Ave.
P	60	Northstar Day Care Center	1704 Dupont Ave. N.
T	29	Northstar Day Care Center	2100 Emerson Ave. N.
I	16	Oak & Acorn Day Care	3201 1st Ave. S.
P	29	One-of-a-Kind Children's Center	3612 Bloomington Ave.
P	14	Our Preschool	618 Queen Ave. N.
T,P,LK	40	Owls Child Care Center	5408 Chicago Ave. S.
P	29	Pilgrim Rest Child Development Center	5100 James Ave. N.
T,P	40	Pillsbury House, Day Care	3501 Chicago Ave. S.
T,P,LK	69	Pillsbury United Neighborhood Services Day Care-Camden Site	5034 Oliver Ave. N.
P	24	Prince of Glory Child Care Center	4401 Minnehaha Ave.
T,P	44	Safe Tot Deposit Child Care	3808 28th Ave. S.
P	40	St. Peter's AME Day Care Center	401 East 41st Street

T,P	20	Seward Child Care Cooperative, Inc.	3200 East 24th Street
I,T	16	Shabazz Learning Center	310 East 38th Street
P,LK	29	Shabazz Learning Center	407 East 38th Street
I,T,P	114	Smile Nursery & Day Care Center	1501 West 54th Street
•	20	Sunshine Montessori School	4200 Upton Ave. S.
P,LK	29	Thumbkin Day Care	2720 East 22nd Street
I,T,P	68	University of Minnesota Child Care Center	1818 4th Street S.
P	29	Wee Care Day Care Center	5501 Chicago Ave. S.
I,T,P,LK	36	Willa Grant Battle Kiddie Haven	1816 4th Ave. S.
P	20	Young Impressions	501 Bryant Ave. N.
I,T,P	75	YWCA Children's Center (20 drop by)	1130 Nicollet Mall
T	24	YWCA Children's Center	519 Oak Grove
I,T,P	68	University of Minnesota Child Care Center	1818 4th Street S.
•	18	Anwatin Community Nursery School	256 Upton Ave. S.
•	25	Bethlehem Cooperative Nursery	2539 Pleasant Ave. S.
•	24	Calvary Nursery School	3901 Chicago Ave. S.
•	29	Camden Community Preschool	4150 Dupont Ave. N.
•	15	Child Parent Enrichment Play School	3207 Dupont Ave. N.
•	20	Christ Church Nursery	3244 34th Ave. S.
•	21	Early Learning Center	3401 Chicago Ave. S.
•	40	Elim Nursery School	685 13th Ave. N.E.
•	29	Especially For Children	4541 Bryant Ave. S.
•	48	Faith Nursery School	2708 3rd Ave. N.E.
•	48	Grace Neighborhood School	1430 West 28th Street
•	20	Grant Community Nursery School	901 Humboldt Ave. N.
•	20	Hope Lutheran Church Nursery School	5712 Cedar Ave.
•	20	House of Faith Nursery School	670 Broadway N.E.
•	20	Joyce Nursery School	1219 West 31st Street
•	60	Judson Nursery School	4101 Harriet Ave. S.
•	20	Lake Harriet Methodist Nursery School	4901 Chowen Ave. S.
•	15	Lamb-Kin Play Group	5440 Penn Ave. S.
•	18	Luxton Nursery	112 Williams S.E.
•	60	Mayflower Weekday Nursery School	106 East Diamond Lake

•	40	Mount Olivet Nursery School	5025 Knox Ave. S.
•	18	Mount Zion Christian Nursery School	5645 Chicago Ave. S.
•	18	North Community Co-op.	1530 Russell Ave. N.
•	20	North Community YMCA Children's Corner	1711 Broadway
•	19	Northeast Park Nursery	16th & Pierce Street N.E.
•	20	Pillsbury Neighborhood Service Nursery Time	5034 Oliver Ave. N.
•	20	Prospect Park Cooperative Nursery School	30 Orlin Ave. S.E.
•	30	St. Austin Early Education Program	4021 Thomas Ave. N.
•	20	St. Thomas the Apostle Nursery School	2900 West 44th Street
•	65	School For Young Children	519 Oak Grove
•	29	Southeast Cooperative Nursery School	601 13th Ave. S.E.
•	29	Southside Family Nurturing Center	2448 18 Ave. S.
•	50	Temple Israel Nursery School	2324 Emerson Ave. S.
•	25	Unity Nursery School	5000 Girard Ave. S.
•	15	Vanderburgh Preschool	30th Ave. & 3rd Street
•	36	Washburn Park Nursery at St. John's Lutheran Church	49th and Nicollet
•	10	Wee Learn Development Preschool	5011-31st Ave. S.
T	15	YWCA Children's Center Toddler Play Group	12th and Nicollet
•	20	Zion Lutheran Church Nursery School	2519 Lyndale Ave. N.

Special Programs

School Age Child Care (Latch Key)

45	Anderson Latch Key	2727 10th Ave. S.
30	Armatage Adventure Club	2501 West 56th Street
60	Burroughs Latch Key	1501 West 50th Street
45	Fulton Latch Key	4912 Vincent Ave. S.
45	Jefferson Latch Key	1200 West 26th Street
30	Kenny Latch Key	5720 Emerson Ave. S.
30	Hamilton Latch Key	4119 Dupont Ave. N.
30	Morris Park Latch Key	3810 East 56th Street S.
60	Northrop Latch Key	1611 East 46th Street

Refugee Child Care

50	Pratt	1500 4th Ave. N.
50	Windom Indo-Chinese	5812 Wentworth Ave. S.

Head Start

477	Parents in Community Action, Inc.	4030 Chowen Ave. S.
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Sick Care

30	Chicken Soup Sick Care Center	322 South 3rd Street
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Footnotes

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